DOCUMENT RESUME

ED 031 521 UD 000 568

"...and Educate Them All."
Cleveland Board of Education, Ohio.
Pub Date 65
Note-30p.
EDRS Price MF-$0.25 HC-$1.60
Descriptors-Administrative Change, Adult Education, Boards of Education, Community Services, Compensatory Education Programs, Curriculum Development, *Disadvantaged Groups, *Educational Programs, Enrichment, *Public Schools, Student Personnel Services, Teacher Orientation
Identifiers-Cleveland, Ford Foundation, Hough, Ohio

Described are the various efforts of the Cleveland, Ohio, public schools for the disadvantaged population of the Hough section of the city. Begun in 1960, the Hough Community Project emphasized compensatory education, pupil personnel services, curriculum modification, enrichment, administrative reorganization, and staff development. Various community services and adult education were also offered. (NY)

ED031521

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"... and educate them all."

Part 1: A Description of the Hough Community Project

An Experience in Education for the Disadvantaged, 1960 - 1964.

Cleveland Public Schools — Cleveland, Ohio — 1965

UD 000 568

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"Now we, as educators, are undergoing a time of testing . . . When our judgment comes, let it be said that we gave the excellence that was in us to these schools of poverty, that our actions and deeds made the difference that led to the success of education in our day."

—Francis Keppel
U. S. Commissioner of Education

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INTRODUCTION

During recent years there has been an unprecedented concern among educators for the improvement of school opportunities for children in the grey areas of our major cities.

The disparity between the academic achievement of the typical inner-city child and that of his more privileged contemporary has led to the critical examination of school procedures and organization. This examination has resulted in the development of a variety of innovative and experimental programs that give new dimensions to compensatory education, narrow the gap, and promote fuller development of the talents of the millions of children growing up in the depressed areas of America's great cities.

The mounting national interest in education for the disadvantaged, epitomized in the President's 1965 State of the Union message and in legislative proposals, has resulted, in large measure, from the impact of the pioneering efforts conducted in great city school systems during the past few years. Those of us who have been closely associated with these efforts find the growing interest in our work and the increasing national commitment to its goals most gratifying.

Since 1960, the Cleveland Public School System has been actively engaged in this pioneering effort through the operation of the Hough Community Project in the Addison Junior High School district.

Ours was a program of action and we believe its findings form sound basis for compensatory school programming.

This report describes briefly most of the major activities. A later volume now in preparation will present in greater detail the research and evaluation results generated by the project.

Although the project's planned duration was four years, there is no intention of discontinuing the activities believed to be successful. Rather, such activities are being enfolded in the ongoing program of the Cleveland Public Schools and expanded beyond the project area.

We commend the teachers and the special staff who have been involved in the project for the effectiveness of their creative efforts and their devotion to the improvement of educational opportunity.

We are grateful to the Ford Foundation and the Cleveland Foundation for their financial support, which amounted to approximately one-half the total cost of the project. We also appreciate the encouragement and active support of the members of the Cleveland Board of Education.

In addition, our participation in the Research Council of the Great Cities' Program for School Improvement has provided a highly valuable opportunity to share experiences and viewpoints with representatives of other cities where similar projects have been under way.

In the great cities of America we stand now at the threshold of a significant breakthrough in the dramatic improvement of educational opportunity for all of America's children. Our national interest can tolerate no diminution of concern nor any slackening of effort.

Alva R. Dittrick
Deputy Superintendent
Cleveland Public Schools
Chairman, Project Steering Committee

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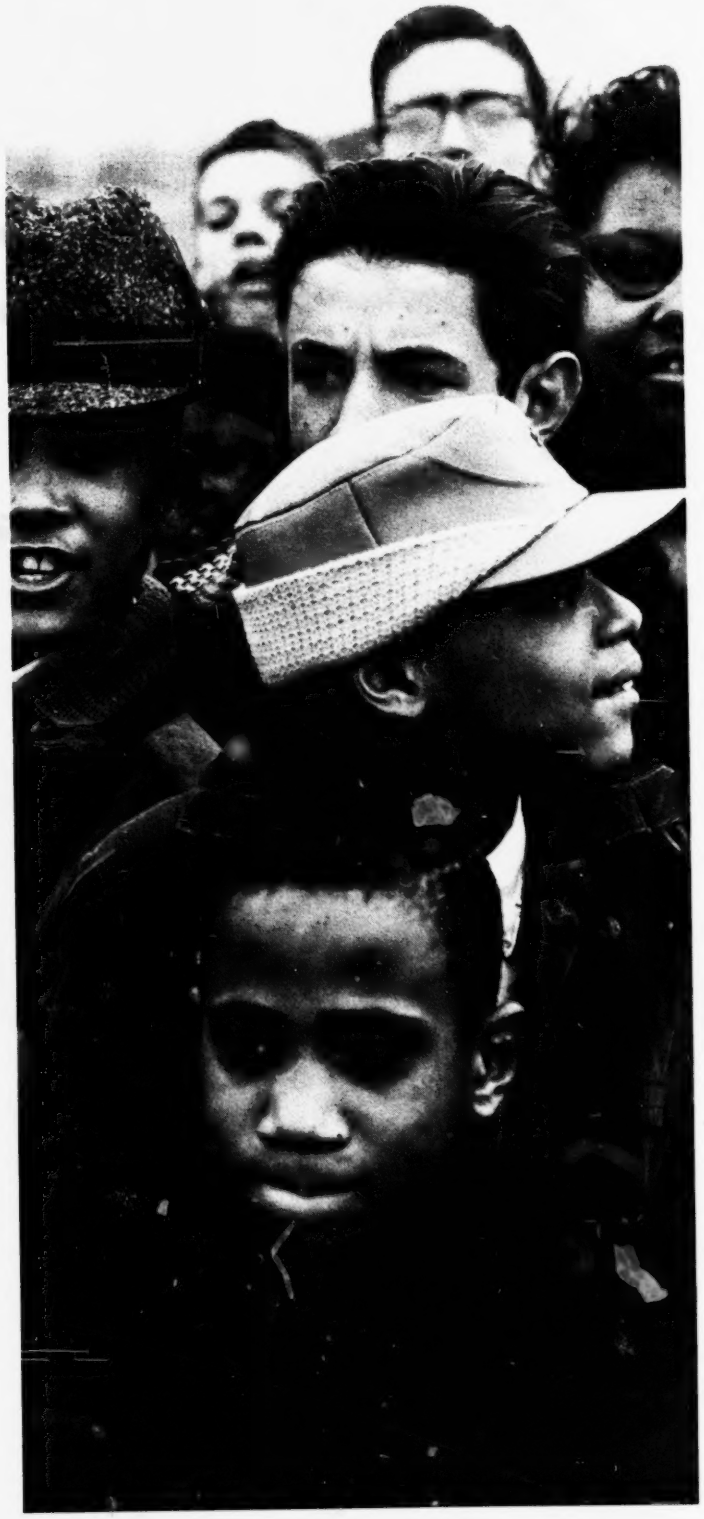


THE SETTING

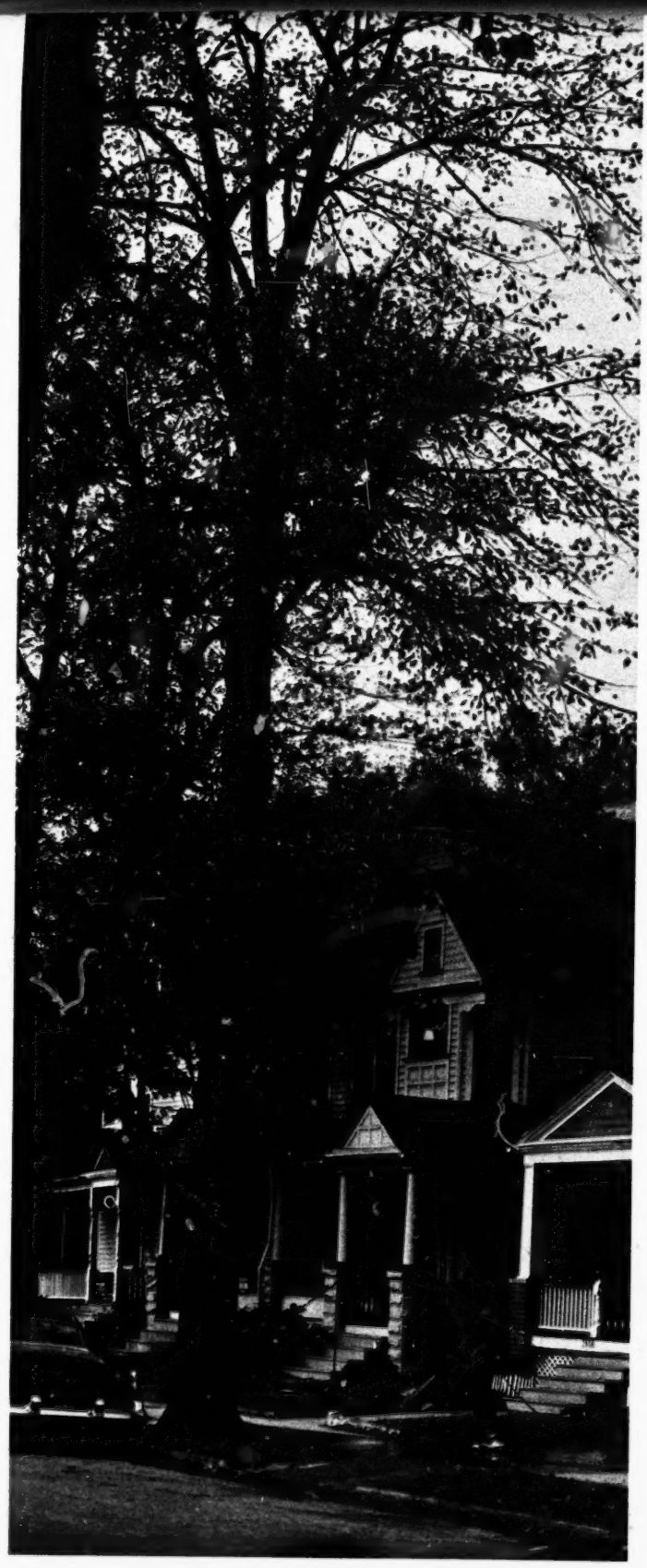
Rendel and William, Lillian and Phyllis all have common yearnings, dreams, and frustrations — the same yearnings and dreams that inspire other youngsters growing up in America's affluent society. But some youngsters have more than their share of the obstacles and too little of the hopes. Rendel and William, Lillian and Phyllis are among the disadvantaged. They live in Hough, a section of Cleveland's east side where frustration too often has blurred the dreams and stifled the aspirations of too many of the people — young and old.

Located about two miles east of downtown Cleveland, Hough is a teeming, depressed community with 72,000 people crowded into its 2.2 square miles. Just a few years ago it was a favored residential area. Since World War II, though, change has been rapid and dramatic. Now the mention of "Hough" in Cleveland calls sharply to mind one of America's most disturbing problems — the grey area in the heart of each of our major cities that challenges the welfare agencies, strains the school systems.

Most of the people of Hough are in-migrants. The vast majority are Negroes, most of whom came from the deep South during the decade of the fifties. In that period the non-white population in Hough increased from 3.3 percent to 73.6 percent. Other in-migrant residents include mainly whites from the distressed mining regions of Appalachia.

Though evidence of deprivation and neglect abounds, there are within Hough refreshing oases — occasional tree lined blocks of well cared for single and two-family homes with neatly trimmed lawns where the more stable, more economically-competent residents of the area live.

Most of the people, however, live in deteriorating, over-crowded, absentee-owned housing — apartment buildings and multiple dwellings converted from large single homes whose erstwhile elegance shows faintly through in the scuffed parquet



floors and tarnished, non-working chandeliers.

The population of Hough is comparatively young, with over 40% being under age 21, according to the 1960 census. It is certainly not surprising, then, that the school enrollment tripled in the decade of the fifties. The seven new elementary school buildings are about the only new structures erected in Hough since World War II.

Low levels of social and economic competency characterize Hough and its counterparts in other sections of Cleveland and in the grey areas of all our other metropolitan centers.

Hough has the city's highest rate of public assistance, almost the highest percent of unemployment, a very low median family income, highest rate of juvenile delinquency, greatest incidence of adult crime.

The population is extremely mobile. There is distressing frequency of family breakdown and child neglect. The educational level of the adult population is low.

The impact of widespread social and economic impoverishment in a community is reflected glaringly in the attitude toward school and in the scholastic achievement of the young of the community. Large numbers of the children — like Rendel and William, Lillian and Phyllis — can be accurately described as culturally limited. This is manifested by

- retardation in basic skills
- high rate of failure and school drop outs
- many pupils overaged in grade
- chronic tardiness, truancy, and class cutting
- frequent transferring
- discipline problems
- little participation in "cultural" activities
- poor health habits

However, it is important to note that even in a depressed community there are many children and their families who *do not* fit into the category of the culturally

limited and who do aspire to academic success and who do attain success in school. But they are in the minority.

It has been estimated that by 1970, the culturally limited will constitute half of the total school enrollment in America's great cities.

"*Here is wasted potential* . . . . The ingredient out of which grows disillusionment, frustration, despair; here is educational failure that leads to the failure of many children and endangers the society itself." 1

Rendel and William, Lillian and Phyllis attend Addison Junior High School in the heart of Hough. Approximately two-thirds of the Hough Community comprises the Addison Junior High School district—seven neighboring elementary schools contribute the bulk of Addison's enrollment. Three of them have opened since 1960 in an effort to catch up with the increased enrollment. The senior high school that receives Addison's graduates is East High, whose enrollment district encompasses virtually all of Hough and also includes sections of adjacent communities.

Enrollment - A Pattern of Increase and Change

During the 50's Addison's enrollment just about doubled and by 1960, it had the largest enrollment of all junior high schools in Ohio with a burgeoning total of 2100 pupils. By the beginning of the next school year in September 1961, the overcrowding was much worse as the enrollment had grown to 2500. The opening of a new junior high school in 1962, and another in 1963, resulted in an enrollment decrease so that as school started in September 1964, there were 1900 pupils attending Addison.

The changing composition of the student body and the community population is indicated by the difficulty of identifying more than a handful of present Addison pupils whose parents also attended the school.

Test Results - A Pattern of Decline

Review of the performance of Addison pupils on standardized tests of both scholastic aptitude and academic achievement shows that during the decade of the 1950's, while the citywide medians were rising slightly or remaining constant, the median scores for Addison pupils dropped significantly.

The depressed levels of academic performance, the rapid turnover in student population, the increase in discipline problems, the resultant low teacher morale, together with the family disruption and community disorganization — seriously aggravated by poverty—made the Addison Junior High School district the Cleveland school system's most stimulating challenge as the decade of the 1950's drew to a close.

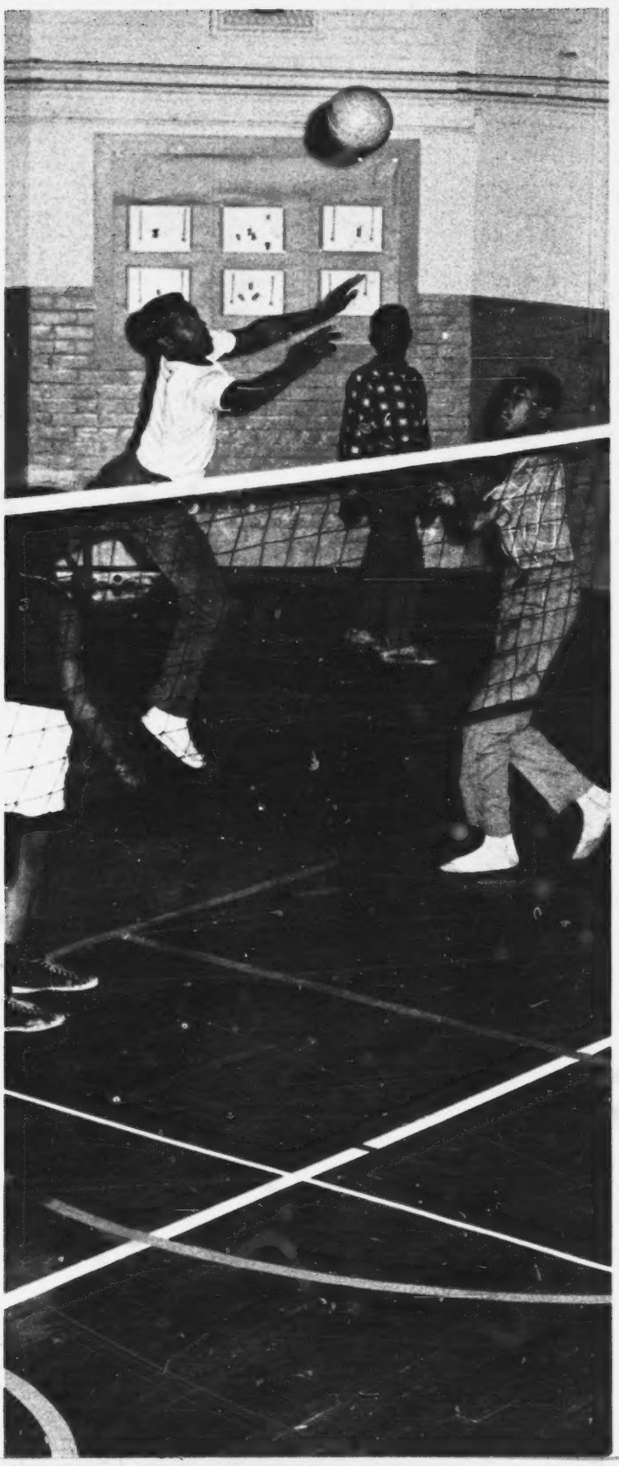
1—Mel Ravitz, "The Role of the School in the Urban Setting", *Education In Depressed Areas*, ed. A. Harry Passow (New York, Columbia University, 1963), p. 18-19.

A CHALLENGE IS ACCEPTED

Hough represented in microcosm the most disturbing issue on the agenda of American education: the mutual unreadiness of the economically and socially disadvantaged pupil and the traditional school program.

Success in bridging the gap in Hough would provide guide posts for the solution of similar problems in other sections of Cleveland and throughout the United States.

The decision of the Cleveland School System in 1960 to participate in the cooperative efforts of the Great Cities School Improvement Program was a significant step in the search for effective ways of dealing with the rapidly accumulating deficit in educational attainment among the culturally limited youth of our major urban centers.



In the spring of 1960, the Hough Community Project was designed by a committee of top level administrators under the direction of the superintendent of schools.

Supported cooperatively by the Cleveland Board of Education and the Ford Foundation, the project began its operation with a teacher's pre-school workshop in late August, 1960. With the close of a summer recreation program in August, 1964, the Hough Community Project completed its intended four years.

This four-year period involved exploration and discovery, trial and error, survey and redirection. Throughout the project the major emphasis was upon—

1. Developing techniques for increasing the educability of culturally disadvantaged children in the urban setting.
2. Modifying the organization and curriculum of the school in order that these children, their parents, and the

community might benefit optimally from the school program.

During its operation, the project provided personnel and resources to augment the regular school staff and resources in:

- pupil personnel services
- direct instructional services to pupils
- experience-broadening activities
- administrative reorganization
- staff development

Altogether, some twenty programs were carried out. Certain of these operations were conducted throughout the full term of the project. Others were of shorter duration, starting after the inception of the project or being discontinued prior to its completion.

Who Was Served

The initial focus of the Hough Community Project was upon a relatively small group of in-migrant pupils attending Addison Junior High School. Many of them had recently come to Cleveland from small communities having populations smaller than the enrollment of Addison. They came from Valley Park and Petal, Mississippi; from Oakley, North Carolina; from Northfork and Blooming Rose, West Virginia; from Ellenwood, Georgia; from Sweet Water, Tennessee, and from other places—small and large—mainly in the deep South or Appalachia.

There was Ernest from a mining town in West Virginia. He missed the hills and the streams. He was frequently absent from school. His father came to Cleveland seeking a job because the mine where he had worked for twenty-five years was shut down.

Shirley came from Dawson, Georgia, to join her mother and several brothers and sisters who had moved to Cleveland a year earlier. In her first interview she was so uneasy that she sat on the edge of the chair, nervously clasping her hands and speaking scarcely above a whisper.

Andrew, a fourteen-year-old seventh grader from a small town in Mississippi, couldn't read. He had not gone to school until he was ten, when because of his size, he was placed in the fourth grade of a two room school having two teachers and about two-hundred pupils.

At the outset the main task faced by the staff of educational specialists assigned to the Hough Community Project was the development of an approach at personalizing the education for the youngster who found big city living a strange, frightening and depressing experience. It meant discovering ways to identify and assess the academic deficiencies and strengths in his background. It also meant reaching out to his parents and reassuring them that he had been identified by interested, helpful people at the school and engaging their understanding and their support of the school program. This approach, moreover, involved intensified school health services so that physical defects might be detected and corrective measures taken.

It required guidance procedures to provide the support, the encouragement, and the reassurance needed by an adolescent struggling against the uncertainty caused by unfamiliar and overwhelming environment.

As the year progressed, the program was enlarged to include other disadvantaged children and their families. In this expanded coverage special services were provided the not-so-new residents who seemed oblivious to their opportunities, as well as the residents of longer standing who appeared to have rejected opportunities or to whom opportunities had, for a variety of reasons, been denied.

"To achieve equality of opportunity within the whole of our culture, it may be necessary to offer those who are handicapped by their history or their current situation *not merely equal but compensatory educational opportunity.*" 2

2—John H. Fisher "Educational Problems of Segregation and Desegregation", *Education In Depressed Areas*, ed. A. Harry Passow (New York, Columbia University, 1963) p. 297.

Organizing for Action

Under the overall guidance of a steering committee composed of members of the superintendent's staff, the program was implemented through the establishment of a Student Service Bureau at Addison Junior High School. The principal of the school served as a director and an assistant principal was assigned the full-time responsibility of project coordinator.

In addition, the staff included a guidance counselor, four home and school visitors, a school psychologist, two remedial reading teachers, an in-service teacher for staff development, a recreation director, a part-time school physician, a school nurse, and two full-time secretaries. All staff members were chosen not only on the basis of their academic preparation, but also because of their special interest in educational innovation and their concern for the improvement of school opportunity for disadvantaged children. Two had been enrolled during the previous school year in special guidance and counseling training institutes conducted under terms of the National Defense Education Act. All staff members brought to the project an attitude of hope and a sincere belief in the academic potential of heretofore undiscovered, under-developed, or submerged talents and abilities among the disadvantaged.

Program in Operation

Action proceeded simultaneously on several fronts as the program developed. Existing pupil personnel services were expanded. New compensatory features were provided. The needs of teachers were given attention and special efforts were devoted to help them understand the problems of the disadvantaged and to equip them with additional skills to deal effectively with the day-to-day teaching-learning situation.

PUPIL PERSONNEL SERVICES

Guidance

One of the most seriously limiting factors in the academic progress and adjustment of the culturally-alienated youngster is his apparently depressed aspirational level. In meeting this problem, the intensified guidance activities of the project were concerned principally with helping pupils build confidence in themselves and hope for their future. The special project counselor used a variety of techniques:

- non-verbal intelligence tests
- individual and group counseling sessions
- orientation plans for newcomers
- extensive collection and attractive display of occupational information
- trips to museums, industrial plants, and music and drama centers
- pre-school orientation sessions for entering 7th graders

The guidance office operated with an open door policy making assistance and support readily accessible. Throughout the project, boys and girls in increasing numbers indicated their awareness of the counseling services as they came voluntarily to seek advice, to discuss personal and academic problems, or to report special achievements.

One of these was Charles, a handsome, serious-minded lad from Evergreen, Alabama, who initially was withdrawn and unsure of himself. With the assistance of a supportive counselor he rapidly gained self-confidence and readily joined in the activities of his classmates. During his second year at Addison, he was elected to represent his homeroom in a school-wide boys' club. Charles is now a twelfth grader in one of Cleveland's technical high schools—well on the way to becoming a productive, young adult member of the community.

Health Services

It's difficult for a boy with a severe toothache to concentrate on learning about the wonders of the universe or parts of speech. It's difficult to read and understand when astigmatism causes the words to look fuzzy. Without any breakfast and with the prospect of a scanty supper, it's difficult to find energy for a vigorous physical education session or for the lessons and practice sessions that accompany learning a musical instrument.

A disproportionate incidence of such remedial physical defects is found among the disadvantaged. Because of this, the school health services were augmented for pupils involved in the project:

- Within a few days after enrollment each newcomer received a physical examination by the school physician, usually in the presence of the parents.
- Referrals were made to community health agencies and the school nurse persistently followed up such referrals to insure correction and treatment of the numerous defects found.
- Vaccination and tuberculin tests were given to hundreds of pupils.
- The health service staff conferred with parents, both at school and in their homes, offering friendly, helpful advice and information.
- Teachers received the assistance of health service personnel in health, science, and home economics classes.

Psychological Services

During the first year of the project, a school psychologist was available as part of the team of specialists. Psychological evaluations were provided for a large number of pupils involved in the project. Those displaying behavioral or emotional problems were given a battery of projective tests.

Knowledge obtained through the tests and through psychological counseling sessions was especially helpful as the psychologist sought to assist teachers in understanding their pupils' learning and adjustment problems.

While it would have been especially valuable to have the services of a psychologist throughout the project, the shortage of such highly trained specialists necessitated the psychologist's return to the Board of Education's central office of Psychological Services, where he could be available to other schools, particularly the elementary level where the need is critical.

Home Visitation Services

The apparent indifference to school among parents of the disadvantaged is more often a reflection of their misunderstanding of the school's program and their preoccupation with the struggle for day-by-day survival, than it is a lack of concern.

It is the obligation of the school to present a positive image of itself and to seek actively to interpret its program, its requirements, and its opportunities to parents of the children it serves.

In the project a new type of personnel service was established to meet this need. The home visitation service provided the link between home and school and was considered one of the most effective and desirable aspects of the program. It was, in effect, a kind of individualized parent education and orientation.

"You feel so lost when you come to a strange city. Then a nice smiling face ap-

pears and it's like being at home," said one parent in referring to the home visitor.

She commented that the visitor, who came to her home by appointment within a few days after her son was enrolled in Addison, told her about churches and civic groups in the neighborhood and helped in many other ways. "Without his aid, we probably would have gone back to Tennessee", she added. That was in 1961. Her older son is now an eleventh grader at East High School. Her second son was enrolled during the summer of 1964 in a special opportunities program for academically talented — though underachieving — junior high school pupils from depressed areas, conducted by Oberlin College on the campus of that institution.

Adult Education

In the area of parent participation in the school program, a rather significant breakthrough was achieved with the opening of an adult education center at Addison Junior High School in January 1962.

The Addison Evening School, which is still operating, offers instruction in homemaking skills, building and household maintenance, and home nursing as well as basic elementary education.

The value to Hough area residents of an adult education program is demonstrated by the mother of six children who after several weeks in a beginning elementary education class remarked proudly, "When I voted yesterday, I wrote my name for the first time."

Then there was the young father who wanted to learn to read before his small children started to school so that he would be able to help them.

The Addison Evening School held its first graduation in June, 1963, when a member of the Board of Education presented a number of adults, mostly parents of project school children, with certificates indicating that they were ready for admission to the Extension High School program operated by the Cleveland Public Schools.

In an effort to facilitate earlier indentification of children with potentially serious problems, the home visitation service was extended, with the opening of the second year of the project, to the elementary schools feeding into Addison. Through this expanded program attention was given to engaging the interest and cooperation of young parents enrolling their first child in school.

Social Service Liaison

Many of the children involved in the project and their families have problems requiring the services of the community's social welfare agencies. However, most of the private agencies have long waiting lists and the public ones operate under specific legal requirements with respect to length of residence.

With the support of the Cleveland Foundation and through the cooperation of the Welfare Federation, a professionally trained social worker was attached to the project for most of the 1961-1962 school year. The worker pursued a course designed to facilitate communication between school and agency personnel, to expedite service by efficient channelling of school initiated referrals, and to assist the school personnel in understanding the policies and procedures of the agencies.

Much valuable insight regarding public and private welfare agencies was obtained through speakers and conferences arranged by the social worker. The need was demonstrated for a localized, referral-channelling service to reduce the gap between the recognition of the need for service and action by an appropriate agency, and to control "shopping around" by prospective clients.

EXPERIENCE BROADENING ACTIVITIES

The limited experiences of the slum child outside his neighborhood and the unfamiliarity of the newcomer with the demands and opportunities in urban living tend to put rather low ceilings on the potential for school success among disadvantaged youngsters.

Field Trips

The project sought to broaden the experiences of Addison pupils and provide a foundation and reinforcement for class work. Trips to a wide variety of industrial concerns and to recreational and cultural centers were arranged. One such trip was a transportation tour of modern Cleveland, through which the youngsters were helped to understand the diversity of industry in the city as well as the importance of Cleveland as a world port and railway center.

Such community resources as the Health Museum, the Museum of Natural Science, the Museum of Art, Cleveland-Hopkins International Airport, Karamu House, and others were especially valuable in facilitating the orientation of project children to the big city as an interesting, exciting place to live and learn.

Camping

To compensate further for the experiential deficiencies in the background of project related children, readiness accelerating and enriching activities involved in camping were arranged.

The interest of the community was demonstrated by grants from the Cleveland Foundation, which made possible an organized, one-week camping experience for nearly four hundred project school children during each of the first three summers. The final year's camping program was supported financially by Community Action For Youth, a comprehensive demonstration project in combating juvenile delinquency in the Hough area.

The camp staff was augmented by the employment of several teachers from project area schools, who conducted certain aspects of the camp program—involving them in an informal, instructional relationship with the children.

The value of this association was extended into the regular school year; teachers who had participated in the camp program enjoyed a noticably friendly and mutually acceptive relationship with former campers. Other children also sensed the rapport and many problems of adjustment and accommodation were avoided.

A series of day camp excursions was conducted in the weeks prior to the end of the school year. During the excursions, science teachers and camp staff used the camp as a kind of natural laboratory setting for nature study.

The camping program offered a special opportunity for children who had moved recently from rural areas. Many of them, because of their backgrounds, were able to identify plants and small animals found at the camp. Their classmates, who had been long-time city dwellers—and their teachers —gained new respect for the potential contribution of these in-migrants from Appalachia.

Recreation

The wholesome use of leisure time is a goal appropriately sought in the American society where work time is constantly being shortened as technology advances. Moreover, in the Grey Area, opportunities for constructive recreation are usually quite limited. Because of this, and because of a belief in the educational soundness of offering, within the school setting, occasions for success in both competitive and non-competitive games, sports, and other non-academic activities, the project established an after-class recreation program for both boys and girls.

Response was enthusiastic; within a few weeks this six days-a-week program, including Saturday morning, had an active enrollment of over seven hundred junior high school pupils. This level of participation continued throughout the project, including the summer playground and indoor game and crafts center operated at Addison Junior High School.

Emphasis was placed on understanding and following the rules of games, respecting the rights of others, and taking the proper care of equipment.

It was noted that following the opening of the recreation program, there was a marked decrease in vandalism, previously a serious problem at Addison during the summer.

DIRECT INSTRUCTIONAL SERVICES

The development of pupil personnel services and the establishment of a program of experience-broadening activities are important in accelerating the school readiness of disadvantaged children. However, used properly such services and programs augment, and are not a substitute for, improved direct instruction in the basic academic subjects. From the beginning, the Hough Community Project vigorously attacked the problem of basic skill deficiency among project pupils.

Reading Improvement

Reading retardation is probably the most alienating academic deficiency for the disadvantaged pupil. His limited ability in word attack skills, his small vocabulary, his inability to communicate in acceptable speech patterns make it extremely difficult for him to succeed in school.

The need for reading improvement was so massive that very early in the project a school-wide attack was launched. Every teacher devoted special effort to strengthening pupils' basic word-attack and comprehension skills.

In addition special reading classes were organized featuring (1) remedial assistance for the child suffering from serious reading retardation and (2) developmental instruction for the pupil who was not as seriously retarded, but for whom it was felt additional instruction would enable him to perform at a significantly improved level.

Reading classes were held not only during the regular school week and year, but on Saturdays and in the summer as well.

The children's response to the extended-time classes was especially pleasing to project officials, since enrollment and attendance were completely voluntary. Each

year as many as one hundred pupils enrolled in Saturday morning classes and the majority attended all sessions.

Quite early, the reading improvement phase of the project was seen as the most dramatic. At the opening of school in the fall of 1962, the reading improvement program was spread to other junior high schools throughout the system.

Remedial Mathematics

Almost as crippling as reading disability is inadequacy in basic arithmetic.

The disadvantaged child frequently not only reads poorly, but also has difficulty with numerical skills. During each semester and in the summer, at least one class in remedial mathematics was offered.

Transition Classes

Mid-way in the project it was clear that a new type of instructional program would facilitate the transition of many project pupils from elementary to junior high school. The increasing commitment of the Cleveland Public School system to improved educational opportunity for disadvantaged pupils was demonstrated by the establishment at Addison of *Transition Classes* in September, 1962.

These classes were planned by a team of teachers who spent several weeks during the summer of 1962 designing the class organization, the instructional approaches, and the subject-matter content.

Pupils enrolled in these classes were seventh graders who, because of skill handicaps, social immaturity, or deprived backgrounds, were unready for the traditional junior high school program.

In the Transition Classes, pupils spent half of the school day in a self-contained arrangement with instruction revolving about meaningful central themes. Teachers met regularly to assess pupil progress and to correlate classwork.

Many special resources were used including the daily newspaper, mail order catalogues, special purpose maps, and a wide variety of other instructional devices. Traditional textbooks were used only for references as needed.

The operation of these classes has attracted wide interest. Teacher educators, curriculum planners, school administrators, and teachers from many places have observed these classes. Almost daily, inquiries are received seeking information about the Transition Program.

This aspect of the project was probably the most significant advance in direct instructional service to pupils.

Programing for Drop-Out Prone Pupils

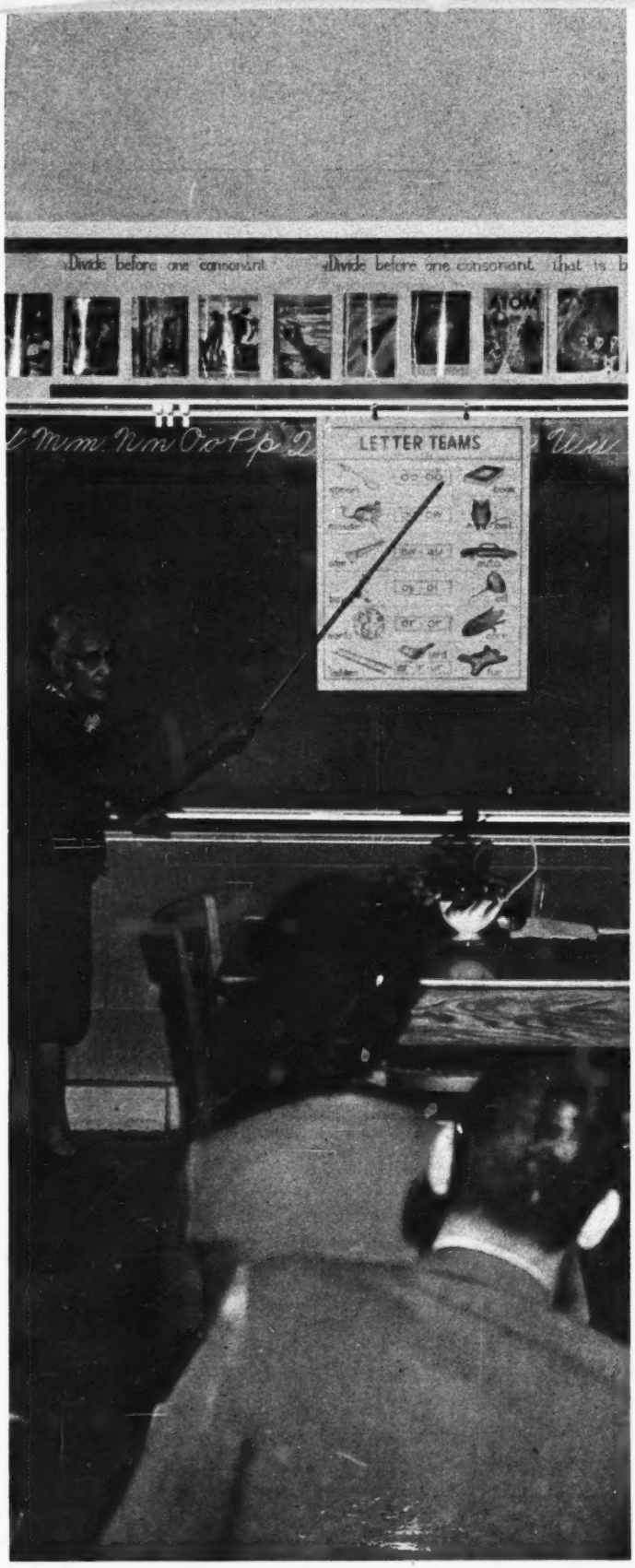
"For the first time she smiled in school," said the assistant principal in reference to a girl who had been enrolled in a special course for drop-out prone Addison pupils during the first semester of the 1962-1963 school year.

This particular girl, one of the fifty specially-chosen ninth grade girls, had accumulated a record of non-achievement, of irregular attendance, of discipline problems.

In an effort to recapture the interest of these girls and an equal number of drop-out prone boys, they were placed in *Production Classes* in home economics and industrial arts respectively. These classes met daily for large blocks of time and featured practical tasks at which the pupils could succeed. The girls baked and sold cookies. The boys made useful items for the household and office, which they sold to teachers and others in the community.

An additional special feature of the program for the girls was the Red Cross Home Nursing course, taught cooperatively by the school nurse and the chairman of the home economics department. It was the award of a pin certifying completion of this course that brought the first smile in school to Jane, the girl mentioned above.

For the boys, home mechanics instruction was the additional dimension of the program. They brought small appliances



from home and repaired them. They also repaired appliances for teachers.

These production classes offered an opportunity for reclaiming pupils whose early school leaving could otherwise have been surely predicted. For many of these pupils junior high school would ordinarily have represented their final involvement in formal schooling. All the production class pupils in that first group entered senior high school and most of them are still there. Project staff people feel that the renewed interest in school can be attributed largely to the experience of success the production classes afforded young people who had known only the frustration of repeated failure.

STAFF DEVELOPMENT

"The real issue in educating slum children is whether the classroom life creates alienation or relationships. Whatever it is will depend on the kind of professional person the teacher is." 3

Teachers of the disadvantaged need help in understanding the problems, the strengths, the special needs of their pupils. They need to be constantly reinforced and encouraged in their work.

The success of any special program in a school depends upon the willingness of the faculty members to involve themselves in its operation. Special effort must be devoted to interpreting the aims of the program to the faculty in order that they may be prepared to support its operation.

The project approached teacher orientation through the various methods including pre-school workshops, reading improvement workshops, faculty meetings, planning conferences, bulletins, reports, and expanded professional library resources.

3—Leonard Kornberg, "Meaningful Teachers for Alienated Children", *Education In Depressed Areas*, ed. A. Harry Passow (New York, Columbia University, 1963), p. 272.

Pre-School Workshops

The importance of teacher involvement in the development and implementation of special programming was recognized from the outset. The first major activity of the project was a two-day, pre-school workshop for all Addison teachers at the end of August, 1960.

Principals of the area elementary schools and a limited number of teachers from those schools are also invited.

Again in 1961, at the opening of the second year of the project, a similar workshop was conducted. These workshops featured small group discussions, lectures, and panel presentations.

A noticeable change in the teachers' attitude toward the project occurred in the interim between these two workshops—the aura of doubt had become one of restrained hope.

Because of the reduction in teacher turnover, after the second year of the project, the pre-school conferences were held especially for teachers new to Addison with others attending at their option. One of the most beneficial aspects of the workshops held at the opening of the third and fourth years was the opportunity for teachers to visit the homes of Addison pupils and spend a few hours in friendly conversation with a small group of parents meeting in one of their homes for a "coffee klatch."

Each year the kick-off workshop was culminated with a luncheon on the first day of school for all teachers in the area schools. At this time a speaker was presented. The 1962 conference, for example, featured Dr. Oscar W. Ritchie, Kent State University sociologist, speaking on the subject, "The Hough Area Teacher—A Human Relations Specialist."

Reading Improvement Workshops

In the project, emphasis in reading improvement was placed upon each teacher's role as a teacher of reading in his subject area. However, the training curriculum for secondary teachers rarely provides the preparation needed to teach basic reading skills. Consequently, it was necessary to institute an in-service program to assist teachers in understanding and applying successful techniques for building word recognition and comprehension strengths among junior high school pupils.

A number of approaches were followed.

- Saturday morning teacher workshops were scheduled.
- An in-service teacher visited classes and conferred with teachers-offering them assistance in incorporating improved reading techniques in the teaching of their particular subjects.
- All new teachers, after the first year, were scheduled for once-a-week classes duplicating the Saturday morning workshop sessions conducted during the first year.
- Saturday morning reading classes, organized for volunteer students, were used for teacher training during the third and fourth years. Teachers showing promise of developing special proficiency in teaching reading skills were employed to conduct the classes under the direction of one of the project reading specialists.

Other In-Service Programs

Deepening teacher understanding and improving proficiency was a continuing concern in the project. The professional collection in the Addison library was expanded and, as rapidly as they became available, books, reports, conference proceedings, and other resources relating to education and schooling in the urban setting were added. Faculty meetings were arranged for discussion of special problem situations. Outside speakers were scheduled. Individual and group conferences were held involving project staff and other faculty members to exchange information and to plan action.

Pre-Service Teacher Training

As enrollments have soared, it has been increasingly difficult to attract a sufficient number of well-qualified teachers to Grey Area schools.

The problem has been compounded by the inadequacy of traditional teacher-training programs in preparing teachers to function effectively in the inner-city schools.

In an effort to deal with this situation, officials of the Cleveland School System, cooperatively with Ursuline College, devised a pilot program of directed experiences for teacher trainees. In this program, first conducted during the spring of 1963, fifteen selected Ursuline students in their third year of teacher training spent one day a week at Addison. Their activities included observing skillful teachers in action, tutoring pupils, conferring with staff, and in general becoming familiar with the problems and the opportunities of teaching in an inner-city school where concern for meeting the needs of pupils permeated the total program.

The success of this initial effort was demonstrated by the fact that of the fifteen students, eleven requested assignment to Addison for student teaching. During the next year thirty Ursuline students participated in the program.

Encouraged by the enthusiastic response, project officials decided upon additional approaches in cooperative pre-service teacher training. As part of the school program of Community Action for Youth, arrangements were made with Central State College and Kent State University through which a number of teacher-training students of these institutions spent ten weeks during the spring of 1964 in Cleveland. Under this imaginative plan a variety of experiences was provided for the students:

- A series of lecture seminars featuring presentations by outstanding sociologists, psychologists, and educators.
- Directed experiences with pupils in project-area schools: tutoring, case study, observations, field trips.
- A specially designed course, "The Evaluation of Pupil Progress in the Major City School System."
- Extensive contact with the professional staff in the schools of the project area as well as at the Board of Education Headquarters.
- Study and appraisal of material assembled and circulated by the special instructional resource centers.

ADMINISTRATIVE REORGANIZATION

The longest distance in a school frequently is that between the teacher and the administration. The principal may seem unreachable — often because too much of his time and effort are consumed by administrative detail. In a large school, such as Addison, where the administration is centrally located, the long distance between teacher and principal is often physical as well as psychological. In such a setting, effective communication becomes increasingly difficult.

School-in-a-School

In an effort to decentralize authority without diluting it, there was an administrative reorganization of Addison Junior High School, during the second year of the project.

In this reorganization, three assistant principals were designated grade principals, each having responsibility primarily for one grade—7th, 8th, or 9th. A guidance counselor and a home visitor were assigned also to each grade. The grade principal's offices were located at spots in the building in such a way that administrative contact was easily accessible for each teacher. Such an arrangement has made administration more personal for the pupil—and for the teacher, too.

This school-in-a-school plan allows the principal more time for creative planning and leadership of the overall school program. The primary concern, of course, has been to provide more immediate attention to the needs of the individual pupil.

GUIDEPOSTS

The Hough Community Project was a four-year program costing approximately $900,000, supplied by the Ford Foundation, the Cleveland Public Schools, and the Cleveland Foundation. It was one of several related projects conducted in major urban centers as part of the Great Cities Program for School Improvement. It was an action program seeking to determine some practical approaches, methods, and techniques to resolve the problems that confront school and community.

The most significant objective of the project, as stated in the original proposal, called for "*improvement in the organization and program of the school serving culturally different pupils.*"

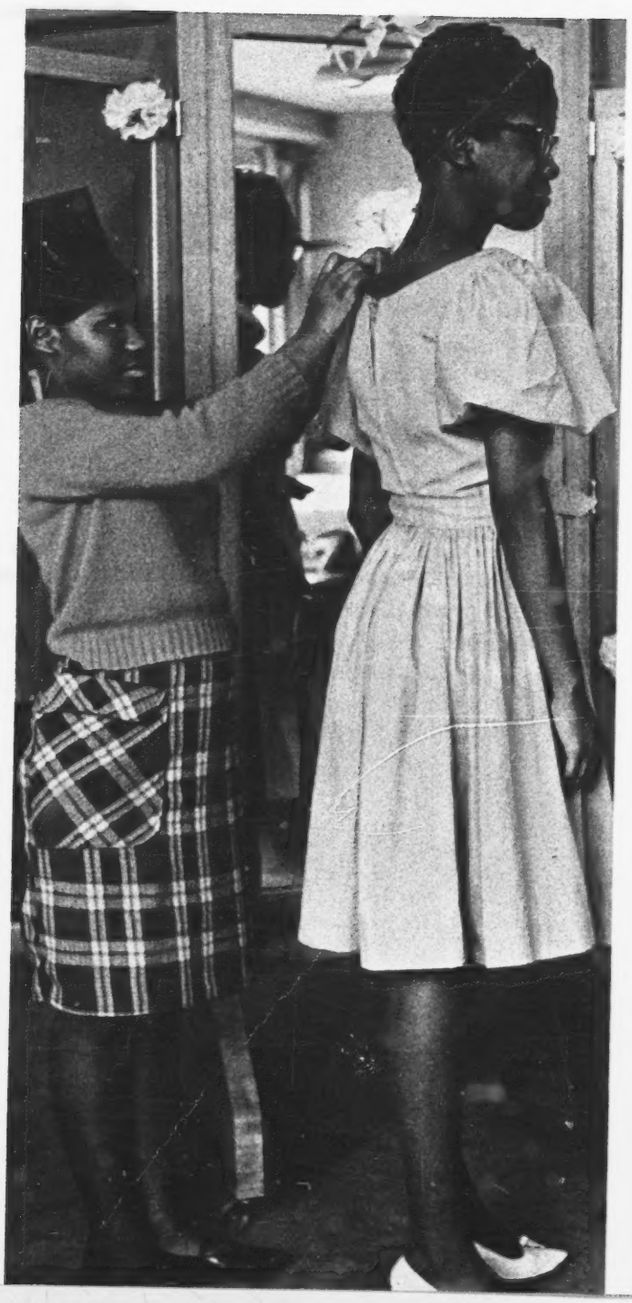
Review of the four years indicates substantial progress toward the attainment of this goal. Addison Junior High School, the center of the project, is now an efficiently operating school with an administrative staff sensitive to the needs of the pupils. Teacher morale is high. Community support is encouraging. Discipline problems are much less severe than formerly.

But what of Rendell and William, Lillian and Phyllis?

One is in a transition class making satisfactory adjustment to the demands of junior high school, improving his reading skill, and showing new interest in school and in himself.

Two others are ninth graders in production classes. Their attendance has improved greatly. They don't get into fights anymore. They are demonstrating that, given encouragement and the opportunity to succeed in school tasks, a child with a record of several years of failure can be reclaimed.

The fourth, a boy, needed eye glasses and considerable dental work. He was irritable and troublesome. The nurse and physician, in cooperation with local clinics, arranged for these needs to be met. The home visitor helped his mother—this is a single parent home—to understand and appreciate the



extreme difficulty that her son was facing as he moved into adolescence with an unattractive smile and unable to see well. Teachers and counselors have commented upon his changed attitude. He volunteers in class discussions and is becoming a highly valued player on the school's basketball team.

The job continually facing the project staff was summed up by the boy who asked, "*How do I get to want to?*"

The project was a four-year effort to individualize education for children, whose aspirations were blurred by poverty and discrimination. It was a search for an answer to a boy's query. And it was much more. It was an attempt to encourage the creative involvement of the total staff and to prevent the stockpiling of "social dynamite" in one of Cleveland's most vulnerable neighborhoods.

As one looks at the project in retrospect, certain guideposts for compensatory school services loom large.

A meaningful program to improve schooling for the disadvantaged must have the interest and continuing full support of the highest level of school policy makers.

The Board of Education indicated its interest by financial support and by actively participating in the Research Council of the Great Cities School Improvement Program.

The top administrators demonstrated their concern by their willingness to place high priority on such efforts and by giving encouragement to the local school staff. The Project Steering Committee, with the Deputy Superintendent as chairman, met regularly and gave direction to the program. The establishment of this committee and its work were evidence to the project staff that their efforts were supported at the highest level of school administration.

As such special activities showed promise, they were enfolded as rapidly as possible into the ongoing school program and their benefits spread to other schools and children.

Compensatory educational services require a considerably increased level of expenditure for school support.

The Hough Community Project involved a cost of approximately $86. per pupil annually in addition to the regular school expenditure. This amount brought the total per pupil expenditure for project schools to a level just slightly more than one-half that of the Cleveland area suburb having the highest annual per pupil cost.

It is generally felt among educational experts that *at least as much per pupil* needs to be spent for disadvantaged children as for their more privileged contemporaries in wealthy suburban school districts.

To have impact upon a school, compensatory programming must involve the total school staff.

The addition of specialists is, by itself, inadequate to generate or sustain real change in a school organization or program.

Administrators and teachers must be philosophically committed to the possibility of higher achievement for disadvantaged youth. They also must "get to want to" for their pupils and communicate to the pupils their understanding and their hope.

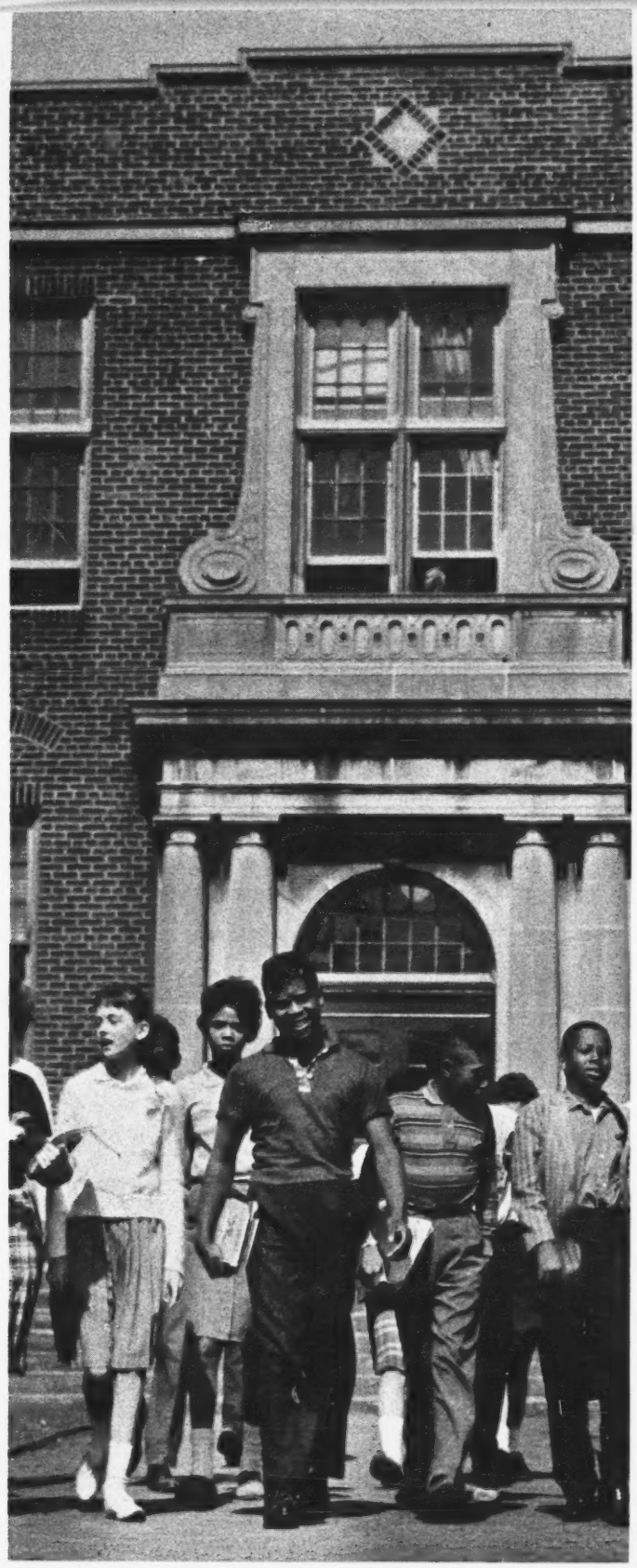
Teachers need to participate in planning and evaluating special programs, rather than always being expected to perform duties planned for them by someone higher up.

Teachers must be encouraged to be imaginative and to try new and different approaches. There are no cookbook solutions.

Communication is crucial. Progress can only be made in a school setting where a climate of understanding prevails.

Teachers must feel free to offer suggestions. Everyone involved in carrying out the program must have full information about it and must be helped to see his importance in its progress.

Faculty meetings, case conferences, bulletins, reports, and workshops must be



planned with a view to fully utilizing the potential contribution of each member of the faculty. The communications media—newspapers, radio, and television—must be used extensively in interpreting programs to the public and to school people in areas removed from the special activity.

Such a program must clearly focus on specific issues.

The instructional needs of children must be carefully and continually assessed and activities geared particularly to such needs, utilizing the talents of those staff members whose competency is most relevant.

Flexibility is an essential ingredient in the implementation and conduct of compensatory school services.

The ability to shift emphasis without being frustrated and to restructure program elements in which the staff may have some vested philosophical interest will avoid "wheel spinning" and make the program one of action and movement rather than one of study and vacillation.

School people involved in the planning and operation of such a program must be willing to look quite critically and objectively at their institutional resources and procedures.

The sanctity of time schedules and the inviolability of orthodox curriculum guides and materials must stand the test of pertinency.

Leadership for change and innovation must come from the public schools.

Educators in the public schools are close to the problems. School principals and classroom teachers have long found it necessary to improvise and to make adaptation in instructional materials and procedures. This reservoir of experience needs to be tapped. The most successful of such ideas and practices need to be systematized and adequately described so that replication is possible.

Bold new programming in the preparation of teachers for service in the big-city

school system is urgently needed.

Most teacher trainees are reluctant to accept assignment to big-city schools, especially in the central city. Moreover, there currently is little in the teacher-training curricula that is relevant to the professional and personal role of the teacher in a big-city school system. Pilot project efforts indicate that this reluctance can be overcome and teacher candidates can be equipped to function with professional success and personal satisfaction in the inner-city school.

It is also imperative that teachers-in-service have continuing opportunities for well-planned growth and development experiences drawing upon the latest research findings.

Moreover, increased communication among teachers in various cities where programs such as the Hough Community Project are underway would contribute significantly to improved understanding and to the implementation of more effective teaching practices.

The Hough Community Project directly involved services to pupils enrolled in Addison Junior High School and, to a lesser degree, in the contributing elementary schools.

It was a school program aimed primarily at helping educators shed some light on one of their most pressing problems: the gap between the increasing national need for highly skilled, liberally educated young citizens and the ability of schools, under traditional programming, to release and develop the potential talents of the alienated masses of apparently unaspiring youth in our major cities.

Cleveland school officials have been encouraged by the promising results of many of the activities. There is confidence that Cleveland and other major cities can provide the kinds of educational experiences that will recapture the interest and excitement of inner-city children and widen and deepen the educational mainstream so that its flow will include the large numbers who now do not even wade comfortably in the tributaries.

The task can not be minimized. The prospect of 80,000 children—half the projected enrollment—in Cleveland schools in 1970 being identified as culturally disadvantaged is alarming and sobering. To view this prospect as impossible to deal with is unconscionable. To accept it as a challenge is professionally stimulating and calls for the most creative efforts of educational planners.

The Hough Community Project has been a sound beginning. The activities initiated during its four years represent springboards to dynamic action on a bold scale.

The "Great Society" will require the expanding utilization of the best that every citizen is capable of producing and of becoming. It envisions the fruition of the dream of equality of educational opportunity.

The most pressing piece of unfinished business on the agenda of American education is the development of school programs that will provide for the disadvantaged not only the intellectual readiness but also the motivation to take advantage of educational opportunity.

The task requires the best efforts of the total community. But the school cannot wait. It must retool and reconstruct its own program and by *specializing in the impossible* provide inspiration for other institutions.

So immense is the need for progress in schooling for the disadvantaged in our large urban centers that, in all probability, the most acclaimed educators of this generation will be those who have worked successfully in meeting the need.

At this time the brightest hope seems to be in the type of compensatory school programs and services so dramatically demonstrated in one school neighborhood of Cleveland by the Hough Community Project.

HOUGH COMMUNITY PROJECT PROGRAMS

Direct Instructional Services

- Reading Improvement
- Remedial Mathematics
- Transition Classes
- Special Home Economics and Industrial Arts Courses for Drop-Out Prone Students

Pupil Personnel Services

- Intensified Guidance
- Intensified Health Service
- Psychological Service
- Home Visitors
  - Addison
  - Extended to Elementary
- Adult Education
- Social Worker Liaison

Experience-Broadening Activities

- Field Trips
- Camping Experiences
- Recreation Program

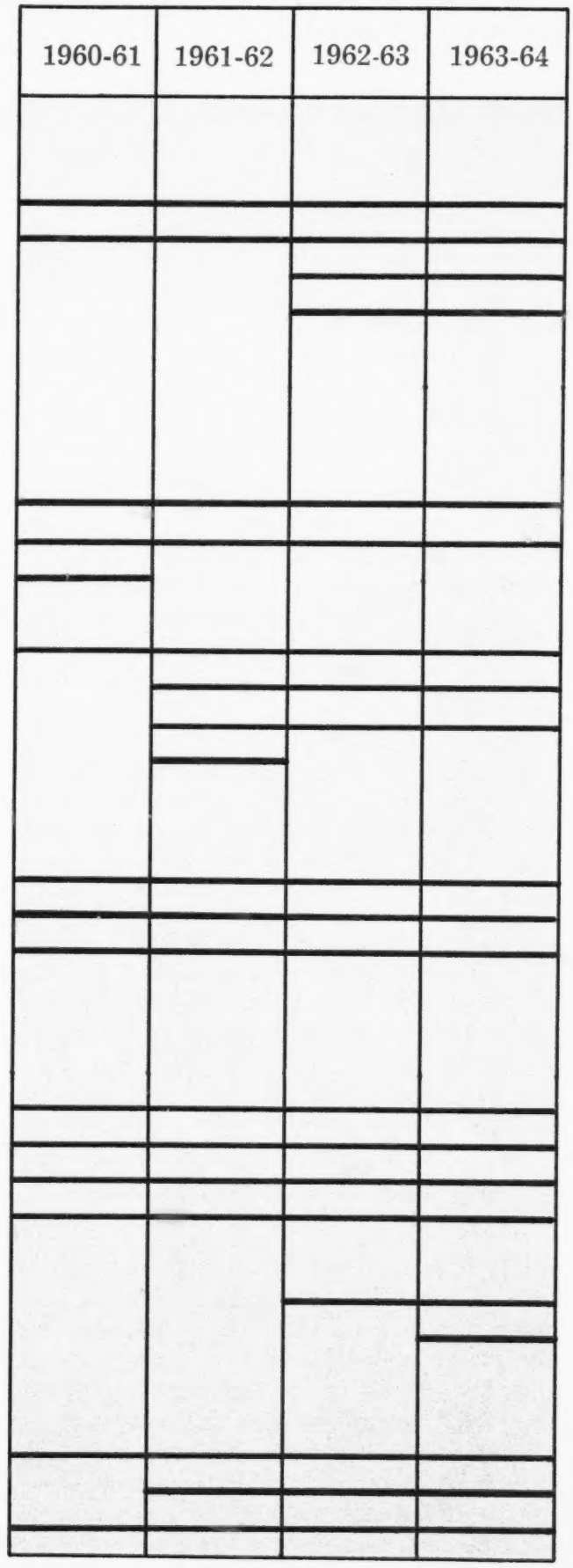
Staff Development

- In-Service:
- Pre-School Workshops
- Reading Improvement Workshops
- In-Service Teacher Available
- Professional Library

- Pre-Service:
- Ursuline College Program
- Co-operative Teacher Training Institute

Administrative Arrangements

- Steering Committee
- Schools-in-a-School
- Student Service Bureau



PROJECT STAFF

Basic to the philosophy of the Hough Community Project was the involvement of total faculty in its operation. However, several specialists were employed to augment the faculty in conducting certain aspects of the project. Below are listed those persons, in addition to the regular faculty, who were members of the staff during the 1963-1964 school year.

Director
James H. Misch

School — Community Coordinator
James R. Tanner

Guidance Counselors
for Special Service
Herman H. Hann
Richard C. Kelsey

School Physician
John J. Johnson, M.D.

School Nurses
Kathryn Oyster
Dorothy Bradford

In-Service Education Teacher
Malzarine Reynolds

Home and School Visitors
Edgar L. Boyd
Carlton C. Davis
John Inmon
Barbara Ann Reed
James E. Reynolds
Louis A. Sewell
Joyce Taylor
Jane E. Uprichard

Reading Teacher
Rose McIsaac

Recreational Director
William J. Malone

Staff Secretary
Anna H. Patterson

Photographs
Bureau of Visual Education

Technical Advisor
Curriculum Publications
Martha E. Sanford